

## Appendix A

# Interagency Coordination

*US Armed Forces as a whole must be multi-mission capable; interoperable among all elements of US Services and selected foreign militaries; and able to coordinate operations with other agencies of government and some civil institutions.*

National Military Strategy of the United States of America, 1997

Success in operations can depend on the ability to blend and engage all elements of national power effectively. Interagency coordination forges the vital link between the military instrument of power and the economic, political or diplomatic, and informational entities of the United States (US) government (USG) as well as nongovernmental agencies. Stability operations and support operations span a broad range of activities with many organizations typically involved. Therefore, to have an overview of the various organizations with which Army forces are involved during these actions is vital. The interagency coordination process should bring together the interests of multiple agencies, departments, and organizations to achieve unity of effort toward a common goal. FM 3-16 and JP 3-08 contain additional information.

## NATIONAL LEVEL

A-1. The National Security Council (NSC) advises and assists the president in integrating all aspects of the national security policy—domestic, foreign, military, intelligence, and economic (in conjunction with the National Economic Council). The NSC system is the principal forum for consideration of national security issues requiring presidential decisions. The NSC system provides the foundation for interagency coordination in developing and implementing national security policy. It is the only level of the executive branch in which authoritative direction to the various departments can be given. The functions, membership, and responsibilities of the NSC are set forth in Presidential Decision Directive (PDD) 2.

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A-2. The members of the NSC include the president, the vice president, the secretary of state, and the secretary of defense. The Central Intelligence Agency (CIA) director regularly attends meetings as a cabinet-level officer. The Chairman of the Joint Chiefs of Staff (CJCS) is a statutory advisor and also attends meetings of the NSC. Other regular attendees include the secretary of treasury, the assistant to the president for National Security Affairs (referred to as the National Security Advisor), the assistant to the president for economic policy, and the chief of staff to the president. Heads of executive departments and agencies and other senior officials, such as the US permanent representative to the United Nations (UN), may be invited to attend meetings of the NSC on an ad hoc basis. The NSC staff tracks and directs the development and implementation of national security policies for the president.

## **DOMESTIC RELIEF OPERATIONS**

A-3. Department of Defense (DOD) often provides disaster assistance to support civil authorities responding to domestic emergencies. DOD policy concerning domestic relief operations is contained in DOD Directive (DODD) 3025.1. The following discussion relates to the conduct of disaster assistance.

## **FEDERAL RESPONSE PLAN**

A-4. The Federal Response Plan (FRP) guides crisis response to disasters in the US. Federal departments and agencies support the operations of the FRP by executing their assigned functional responsibilities. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Appendix B) provides statutory authority for USG domestic disaster assistance.

A-5. The FRP applies to natural disasters. These may include earthquakes, forest fires, hurricanes, typhoons, tornadoes, floods, and volcanic eruptions; technological emergencies involving radiological or hazardous material releases; and other federal emergencies identified under the act.

A-6. Following a request for assistance from the governor of the affected state or territory and the determination that local ability to respond has been exceeded, the president implements the FRP by declaring a domestic disaster. With this presidential declaration, the resources of the federal government can be focused on restoring normalcy.

A-7. While the secretary of defense retains the authority to approve the use of combatant command resources for military support to civil authorities (MSCA), the secretary of the Army acts as the DOD executive agent for executing and managing MSCA. He responds to the president when coordinating with the director of the Federal Emergency Management Agency (FEMA).

A-8. Federal assistance to a state or territory is provided under the overall direction of the federal coordinating officer (FCO), appointed by FEMA on behalf of the president after the president has declared a "disaster." In coordination with the state, FEMA will send in the emergency response team consisting of selected federal agency representatives to assess damage, establish the disaster field office, and work at the state emergency operations center. The FCO for FEMA must approve all taskings (known as mission

assignments) for the DOD to be reimbursed for its incremental costs for the mission. When a domestic disaster occurs, FEMA's catastrophic disaster response group (CDRG) and emergency support team (EST) form at the FEMA headquarters. The CDRG is the coordinating group that addresses policy issues and support requirements from the FCO and emergency support function response elements from the field. The EST, an interagency group comprised of representatives from the ten primary federal agencies (including the DOD) and the FEMA staff, resolves issues.

A-9. Acting through the Chairman of the Joint Chiefs of Staff and Director of Military Support (DOMS) (the DOD representative on the CDRG), the secretary of defense approves an execute order designating the supported combatant commander and operating agent. This order also delineates support relationships; directs the US Army Corps of Engineers to begin disaster site support; and directs the Commander in Chief, US Transportation Command to begin unit or equipment movement as required by the supported combatant commander. Acting through DOMS, the secretary of the Army tasks and coordinates with the services and other DOD elements or other primary agencies under the FRP and with the mission assigned by FEMA.

A-10. The supported combatant commander designates a component command as a headquarters to execute the disaster relief operation. This headquarters will appoint and deploy a defense coordinating officer (DCO) and, based on the severity of the situation, may also deploy a joint task force (JTF). The DCO works with the FCO to integrate JTF efforts in support of the operation. The DCO serves as the on-scene military point of contact for the FCO and principal representatives of other USG agencies participating in the relief operation. As a practical guide, the DCO and the JTF commander is not the same individual because each has different responsibilities and assets. Separating these distinct functions allows the JTF commander to operate freely in the disaster area, while the DCO focuses on validating tasks and coordinating DOD response activities in the disaster field office. Within the continental US, the Commander in Chief, US Joint Forces Command—through its Army Component Forces Command or the Continental United States army (CONUSA)—can provide the JTF headquarters. The CONUSA has regionally oriented commands with regional boundaries. These headquarters interact daily with state and local authorities, the FEMA regions, and other federal agencies and provide a foundation for a rapid and smooth transition to support operations during periods of disaster response.

A-11. In addition, other agencies may request DOD assistance as part of a federal response to domestic environmental disasters. Normally, such assistance will be provided based on requests from the Environmental Protection Agency, US Coast Guard, or Department of Interior as the lead agency. Examples include flooding and radiological and hazardous material accidents or incidents. While the DOMS normally coordinates DOD response to domestic emergencies, the military may also respond when an interdepartmental memorandum of agreement is in effect.

## STATE AND LOCAL AUTHORITIES

A-12. DOD interaction with state and local authorities can take the visible form of MSCA or the more routine involvement of commanders of DOD

installations with state, county, and municipal governments. These activities include contingency planning with local governments and field offices of federal agencies and community and social activities.

A-13. Each state governor is supported in a contingency by the state or territorial Army and Air National Guard under the command of the state or territory adjutant general. DOD support is generally provided to assist or augment skills and resources to a federal agency field office or to a state or local agency responsible for a particular activity.

A-14. Each state and territory has an office of emergency services (OES) or an equivalent responsible for preparedness planning and assisting the governor in directing responses to emergencies. The OES coordinates state or territorial assistance to its local governments through authority of the governor or adjutant general, but it does not provide cross-border assistance. In some states and territories, the adjutant general is designated as the senior state emergency official (emergency manager). In other state and territories, the adjutant general is usually equivalent to the state emergency manager. The state usually designates a state coordinating officer (SCO), with authorities similar to the FCO, to coordinate and integrate federal and state activities.

A-15. Lower echelons establish relationships similar to those of DCO, FCO, and SCO to facilitate coordination. For example, Army installation commanders may work with local mayors to align capabilities with needs.

A-16. Federal support to law enforcement agencies can be coordinated with the state or territory adjutant general, the OES, or principal law enforcement agency, depending on the operation. Coordinating counterdrug operations under federal and state oversight can be low-key, with interagency activities taking place in specific localities.

A-17. Commanders rendering aid at the request of local authorities to prevent human suffering, save lives, or mitigate great property damage are authorized to provide immediate response. One example is reacting to storm devastation in a nearby community. If requested by local authorities, an Army installation commander with appropriate resources can immediately act, with coordination of state and federal activities to follow. This immediate response by commanders does not take precedence over their primary mission. Commanders should seek guidance through the chain of command regarding continuing assistance whenever Army resources are committed under immediate response circumstances.

A-18. Coordinated activities between installations and the local community can include support for public fire and rescue services, public works, police protection, social services, public health, and hospitals. Routine interagency coordination between the DOD, the Federal Aviation Administration, and the municipality takes place daily where a joint-use Army airfield supports commercial aviation serving the municipality. Examples include military assistance to safety, traffic control, and search and rescue.

## **FOREIGN OPERATIONS**

A-19. US foreign operations are conducted under authority of the president, in line with treaties, conventions, and executive and other agreements to

which the US is a party; relevant statute law; and relevant federal and agency regulations. These operations are conceived and implemented through an interagency process under the general direction and supervision of the National Security Council and its staff. Specific agencies—such as the Department of State, Department of Defense, and CIA—are normally designated as having the lead in the interagency working groups that do the bulk of the day-to-day work involved in implementing policy.

## **THEATER ORIENTATION**

A-20. Within a theater, the geographic combatant commander plans and implements theater and regional military strategies that require interagency coordination. Coordination between the DOD and other USG agencies may occur in a country team or within a combatant command. In some operations, a special representative of the president or special envoy of the UN Secretary General may be involved. Many USG organizations are regionally focused, such as the Department of State (DOS) in its regional bureaus and the US Agency for International Development (USAID). In individual countries, the ambassador and country team supervise and direct the overall foreign assistance program.

A-21. The joint campaign plan is based on the commander's concept. This plan presents a broad vision of the required aim or end state and how operations will be sequenced and synchronized to achieve objectives. A campaign plan is essential for laying out a clear, definable path linking the mission to the desired end state. Such a plan enables commanders to help political leaders visualize operational requirements for achieving objectives. Given the systematic military approach to problem solving, often the combatant commander formally or informally functions as the lead organizer of many operations. JP 3-08 outlines how to develop and execute a campaign plan in the interagency arena.

A-22. A political advisor (POLAD) is an officer from the DOS. Combatant commanders are usually augmented with a POLAD. Army component commanders in multinational operations and other operations may also be augmented with a POLAD. He provides diplomatic considerations and enables informal links with embassies in the area of responsibility and with the DOS. The foreign policy advisor supplies information regarding DOS policy goals and objectives relevant to the geographic combatant commander's theater strategy. Other USG agencies also may detail liaison personnel to operational level staffs when requested to improve interagency coordination.

## **DEPARTMENT OF DEFENSE**

A-23. The DOD coordinates with the DOS and other USG agencies on many issues including—

- Bilateral and multilateral military relationships.
- Treaties involving DOD interests.
- Technology transfers.
- Armaments cooperation and control.
- Humanitarian assistance.
- Peace operations (including those under the auspices of the UN).

## DEPARTMENT OF STATE

A-24. The Department of State is the agency of the USG responsible for planning and implementing the foreign policy of the United States. The DOS is headed by the secretary of state, who is the ranking member of the president's cabinet and fourth in presidential succession. The secretary of state is the president's principal advisor on conducting foreign affairs and formulating foreign policy. In its diplomatic role, the DOS is an important source of foreign affairs data, national security and economic information, and data on the policies and inner workings of the countries. In its consular function, it provides notarial and citizenship services to American citizens abroad and assists in implementing US immigration and naturalization laws.

### Embassy Organizations

A-25. **Country Team.** The US *country team* is the senior, in-country, United States coordinating and supervising body, headed by the chief of the United States diplomatic mission (the ambassador) (JP 1-02). It is comprised of the senior member of each represented US department or agency present in the country, as desired by the ambassador. The country team composition varies widely depending on specific US national interests, the desires of the ambassador, the situation in the country, and the number and level of presence of US agencies. Figure A-1 shows some possible members of the country team.

#### Country Team Members

- Ambassador
- Deputy Chief of Mission
- Chief of Political Section
- US Defense Representative Security Assistance Officer, or Defense Attaché
- Consular Officer
- Administration Officer
- Chief of Station
- Commercial and/or Economics Officer
- Regional Security Officer
- Regional Medical Officer
- Public Affairs Officer
- USAID Representative

**Figure A-1. Likely Members of the Ambassador's Country Team**

A-26. A country team facilitates interagency action on recommendations from the field and implements effective execution of US programs and policies. It provides the foundation for rapid interagency consultation and action on recommendations from the field and effective execution of US missions, programs, and policies. A country team is relatively small and may not be adequate for every need. A country team may not exist in every country, or it may be inoperative due to damage or casualties from a natural or man-made disaster. Country teams have generally received some crisis management training, but they are usually not prepared to plan in detail. The relationship with military chains of command is frequently ad hoc.

A-27. **Defense Attaché Office.** The Defense Attaché Office (DAO), which consists of one or more defense attachés and support personnel, observes and reports on the country's military and political-military situation. This information can be valuable when planning and executing various missions in the country including noncombatant evacuation operations (NEOs), support to counterdrug and counterinsurgency, and others. DAO personnel are active

duty military attached to the embassy in a diplomatic status. The Defense Intelligence Agency rates and funds defense attachés. They may add to the daily embassy situation report and other written intelligence-related information. All military personnel, even those not assigned to the embassy or under direct control of the ambassador, should coordinate their activities through the senior defense representative (which may be the Security Assistance Organization or the defense attaché, depending on the country.) The DAO duties also include liaising with host-nation defense officials on military matters related to threat assessments, intelligence, and in-country capabilities. A smaller embassy may not have a defense attaché present; rather it depends on a regional attaché who is accredited to the host nation but stationed elsewhere.

**A-28. Security Assistance Organization.** The security assistance organization (SAO) maintains a liaison with the host-nation military forces. It is the most important military activity related to foreign internal defense under the ambassador's supervision. The SAO assists host-nation security forces by planning and administering military aspects of the security assistance program. It also helps the US country team communicate host-nation assistance needs to policy and budget officials in the US government. In addition, the SAO oversees training and assistance teams temporarily assigned to the host nation (HN). The law prevents the SAO from giving direct training assistance. Instead, training is provided through special teams and organizations assigned to limited tasks for specific periods, such as mobile training and technical assistance teams.

A-29. The SAO is a joint organization. The chief of the US diplomatic mission directs and supervises the SAO chief to accomplish the SAO's security assistance mission. The geographic combatant commander commands the SAO in all matters that are not functions of the chief of the US diplomatic mission. The director of the Defense Security Cooperation Agency prescribes policy for managing security assistance programs by the SAO.

A-30. The SAO may be known in country by many names according to the number of persons assigned, the functions performed, or the desires of the HN. Typical SAO designations include a joint US military assistance group, military liaison office, US military training mission, and office of defense cooperation. In countries where the US has no SAO, another member of the mission oversees security assistance. In many countries, security assistance functions are performed within the DAO. The defense attaché may also serve as the SAO.

A-31. The US tailors each SAO to the needs of its HN; thus, there is no standard SAO. However, a large SAO normally has Army, Navy, and Air Force components. Each component must accomplish its service portion of security assistance activities. A small SAO has divisions by function but no separate service components.

A-32. The primary functions of security assistance personnel are logistics management, fiscal management, training management, and contract administration of country security assistance programs. Security assistance personnel maintain a liaison with host-nation defense establishments. They operate with the host-nation military—primarily at the national level—to

interpret US policies, resolve problems in materiel delivery, and obtain technical assistance for defective materiel. They assess the host-nation military capabilities and requirements.

A-33. The SAO provides host-nation governments with information necessary to make decisions about acquiring and using US defense articles and services. (These services include training under the auspices of US security assistance programs.) It obtains information to evaluate the host-nation military's capability to employ and maintain the equipment requested. The SAO processes security assistance proposals of foreign governments. It also keeps communicating with host-nation defense officials on military matters, such as the threat and host-nation military capabilities.

A-34. Documents describing SAO responsibilities and functions include DODD 5105.65 and DODD 5132.3. The former establishes the responsibilities, functions, authorities, and relationships of the Defense Security Cooperation Agency as an agency of the DOD. The latter establishes DOD policy and assigns responsibilities pursuant to The Foreign Assistance Act of 1961, as amended, the Arms Control Act, as amended, and related statutory authorities, executive orders, and policies established by the secretary of state relating to the administration of security assistance.

### Embassy Representatives

A-35. **Chief of Mission.** The chief of mission (the ambassador) has authority over all elements of the USG in country, except forces assigned to a combatant commander. The ambassador represents the president but takes policy guidance from the secretary of state through regional bureaus. The ambassador integrates the programs and resources of all USG agencies represented on the country team. As the president's representative in the HN, he has extraordinary authority. He may use the country team as a coordinating mechanism that can be fine-tuned and tailored to each crisis as it arises, based on the problem with little need for written rules. The ambassador functions at both the operational and tactical levels, where recommendations and considerations for crisis action planning are provided directly to the geographic combatant commander or senior military representative in the area.

A-36. The president gives the chief of mission immediate direction and control over USG personnel in the country. This does not include personnel in another mission, assigned to an international organization, or assigned to a combatant command, including their subordinate elements. The chief of mission ensures that all USG activities in the country serve US interests as well as regional and international objectives. He promotes positive program direction by seeing that all activities are necessary, are efficiently and economically run, and are effectively interrelated.

A-37. **Deputy Chief of Mission.** The deputy chief of mission (DCM) is the senior diplomatic official in the embassy below the rank of ambassador. The DCM has the diplomatic title of minister, minister-counselor, or counselor (depending on the mission size) and is usually a career Foreign Service Officer. He usually chairs the emergency action committee (EAC) meetings and



coordinates embassy staff. The DCM helps ensure that all US in-country activities best serve US interests.

**A-38. US Defense Representative.** The US Defense Representative (USDR) is an additional title assigned to a military officer serving in a specifically designated position. This duty title may be assigned to either the defense attaché or the security assistance officer. The USDR represents the secretary of defense, the chairman of the Joint Chiefs of Staff, and the geographic combatant commander. He coordinates administrative, security, and logistic matters to USG officials for all DOD noncombatant command elements in the foreign country in which the USDR is assigned.

**A-39. Chief of Station.** The chief of station is the senior intelligence advisor to the ambassador. He is an excellent source of information on the country and the current situation.

**A-40. Administration Officer.** The administration officer oversees various activities at the embassy compound. These activities may include security at small posts; running the commissary, motor pool, and maintenance activities; and handling monetary aspects of embassy business, including foreign service national payroll, cash collection, and the budget. At a small post with no security officer assigned, the administration officer assumes the functions of the post security officer and has operational control of the Marine Security Guard (MSG) detachment. The general services officer and information management officer work for the administration officer:

- The general services officer is responsible for buildings, grounds, construction, vehicles, and maintenance.
- The information management officer runs the post communications center; processes and tracks all classified pouch material; and oversees the computer system at the embassy. He is the point of contact for the post's communication capabilities.

**A-41. Political Officer.** The political officer reports on political developments, negotiates with the host-nation government, and represents views and policies of the USG. He maintains regular contact with host-nation officials, political and labor leaders, and other influential citizens of the HN, as well as other countries' diplomats. The political officer is a major contributor to the overall intelligence picture.

**A-42. Commercial and/or Economic Officer.** This officer analyzes, reports on, and advises superiors, DOS, and DOD personnel on economic matters in the HN. He also negotiates with the HN on trade and financial issues.

**A-43. Consular Officer.** Consular officers screen, process, and grant US passports and visas. Other duties mandated by law include attending to the welfare of US citizens and maintaining a census of US nationals in the HN. During NEOs, the consular officer provides personnel to screen documents of all potential evacuees and instructs any evacuation control center personnel who staff processing stations.

**A-44. Regional Medical Officer.** This officer is qualified for general practice and can set up triage, trauma, and mass casualty operations. He may also advise the JTF on indigenous diseases and proper prophylactic procedures for forces executing a NEO. These officers are only found in certain

embassies where the necessary support exists for them to carry out their duties.

A-45. **Regional Security Officer.** The regional security officer (RSO) is a DOS diplomatic security agent responsible for the security functions of all US embassies and consulates in a given country. He directs the MSG detachment via the detachment commander. Similar to the regional medical officer, the RSO is found in all but the smallest embassies. The RSO oversees:

- **Post Security Officer.** Posts with no RSO have a post security officer (PSO). The PSO has general security duties at a specific embassy (or consulate) and is usually the administration officer. The PSO is supported by a designated RSO in a nearby country.
- **Mobile Security Division.** The Mobile Security Division (MSD) consists of DOS employees of the Diplomatic Security Service who respond to crises in foreign countries. The MSD can respond to increased threats or critical security needs at an embassy, provide additional security, and provide immediate response to a security-related incident.
- **Local Guard Force.** Embassies enhance security by hiring civilian security guards to provide perimeter security.

A-46. **Public Affairs Officer.** The public affairs officer (PAO) is the ambassador's advisor concerning public affairs and overseer of US Cultural Center operations. If the situation permits during an emergency, the PAO is responsible for all press releases and inquiries for information directed to the embassy. The PAO usually speaks at press conferences that the ambassador cannot attend.

A-47. **Marine Security Guard Detachment.** A MSG detachment has, on average, six Marines, with the maximum number assigned dictated by need. The Marine detachment commander is normally a member of the EAC and responsible to the RSO or PSO for US personnel and internal security and protection of classified material. Administrative control of detachment Marines is through their company commander, the regional Marine officer.

## CENTRAL INTELLIGENCE AGENCY

A-48. The CIA coordinates the intelligence activities of other US departments and agencies. It advises and recommends policy to the NSC on matters regarding intelligence activities of all governmental departments and agencies. It correlates and evaluates this intelligence and disseminates it in the government. The CIA also conducts special activities approved by the president. Executive Order 12333 directs that "no agency except the CIA (or the Armed Forces of the United States in time of war declared by Congress or during any period covered by a report from the President to the Congress under the War Powers Resolution [87 Stat. 855] [50 USC 1541 et seq.]) may conduct any special activity unless the President determines that another agency is more likely to achieve a particular objective."

## US AGENCY FOR INTERNATIONAL DEVELOPMENT

A-49. The USAID manages US developmental, humanitarian, and civic assistance activities. The USAID supervises and gives general direction on all nonmilitary assistance programs under the Foreign Assistance Act of 1961,

Public Law 480, and related legislation. The agency plans and implements overseas programs to improve economic and social conditions. The agency administers civic assistance programs in conjunction with the Department of Agriculture. Under arrangements made with USAID, US affiliates of international voluntary agencies conduct most of the food programs under Public Law 480. Although USAID is concerned primarily with developmental assistance and civic assistance, some programs it administers are security-related. The agency representative in the HN fully coordinates these programs with the DOD representative.

A-50. The disaster assistance response team (DART) is an important USG capability in foreign humanitarian crisis or complex emergencies. The USAID's Office of US Foreign Disaster Assistance developed DART to provide rapid response to foreign disasters. A DART provides various trained specialists to assist US embassies and USAID missions with managing the USG response to foreign disasters. JP 3-07.6 has more information.

## **NONGOVERNMENTAL ORGANIZATIONS**

A-51. Nongovernmental organizations (NGOs) do not operate within the military or the governmental hierarchy or the chain of command. Therefore, the relationship between the armed forces and NGOs is best characterized as an association or partnership. The US military ordinarily tries to orchestrate its interaction with NGOs by establishing a civil-military operations center (CMOC).

A-52. Where long-term problems precede a deepening crisis, NGOs are frequently present when US forces arrive, or have been in the country until forced to temporarily leave for security reasons. They often remain long after military forces have departed. Some NGOs are independent, diverse, flexible, grassroots-focused, primary relief providers. Others, however, provide a channel for funds and hire other primary relief NGOs (usually local) to carry out the programs. These organizations play an important role in providing support to host nations. NGOs provide assistance to over 250 million people annually. Their worldwide contributions total between 9 and 10 billion dollars each year—more than any single nation or international body (such as the UN). Most funds used by most NGOs come from governments or international organizations; that is, the NGOs act as implementing partners for funding agencies. Because they can respond quickly and effectively to crises, they can lessen the civil-military resources that commanders would otherwise have to devote to an operation. Though differences may exist between military forces and civilian agencies, short-term objectives are frequently similar. Discovering this common ground is essential to unity of effort. In the final analysis, the commander's assessment of conditions and resources must include the activities and capabilities of NGOs and then integrate them into the selected course of action.

A-53. NGOs may range in size and experience from those with multimillion-dollar budgets and decades of global experience in developmental and humanitarian relief to newly created small organizations dedicated to a particular emergency or disaster. Some NGOs are not relief-oriented, but carry out long-term development projects. The professionalism, capability, equipment and other resources, and expertise vary greatly from one NGO to another.

NGOs are involved in such diverse activities as human rights, education, technical projects, relief activities, refugee assistance, public policy, and development programs. The connection between NGOs and the DOD is ad hoc, with no specific statutory link. While their focus remains grassroots and their connections informal, NGOs are major players in many stability operations and support operations. They affect many lives and control resources, making NGOs powerful in the interagency community. UN and USG agencies often use individual organizations to carry out specific relief functions.

A-54. Army forces may encounter many NGOs in an area of operations. In Somalia, there were 78 private organizations contributing relief support and, in the Rwanda crisis, over 100 relief organizations assisted the UN relief. Over 350 such agencies are registered with the USAID. The first line of security for most NGOs is adherence to a strict principle of neutrality. Actions which blur the distinction between relief workers and military forces may be perceived as a threat to this principle, resulting in increased risk to civilian aid workers.

A-55. The extensive involvement, local contacts, and experience make NGOs valuable sources of information about local and regional governments and civilian attitudes toward the operation. While some organizations seek the protection of the armed forces or the use of military aircraft to move relief supplies to overseas destinations, others may avoid a close affiliation with military forces, preferring autonomous operations. Their rationale may be fear of compromising their position with the local populace or suspicion that military forces intend to take control of, influence, or even prevent their operations. Staffs should consult these organizations, along with the host-nation government (if applicable), to identify local issues and concerns that the proposed public affairs guidance should reflect.

A-56. Public affairs planning should also include identifying points of contact with NGOs that will operate in an affected area to arrange referrals of media queries regarding their operations to an authorized spokesperson. Military spokespersons should only comment on NGOs based on specific guidance. The office of the assistant secretary of defense (public affairs) or regional organization (such as the North Atlantic Treaty Organization [NATO]) provides guidance in cooperation with the in-country headquarters of the organization.

A-57. The president may determine that it is in the national interest to task US military forces with missions that bring them into close contact with (if not support of) NGOs. All participants then benefit when they closely coordinate their activities. A climate of cooperation between NGOs and the military forces should be the goal. Missions to support NGOs are short-term due to extraordinary events. In most situations, the NGOs need logistics, communication, and security capabilities. However, in such missions, the role of the armed forces should be to enable—not perform—NGO tasks. Often US military assistance has proven to be the critical difference that enabled success of an operation. Commanders should also understand that mutually beneficial arrangements between the armed forces and NGOs may be critical to the success of the operation. Appendix B of JP 3-08 describes many agencies that commanders may encounter in an area of operations.

A-58. The International Red Cross and Red Crescent Movement is a well-known NGO. It consists of three independent parts: the International Committee of the Red Cross (ICRC), the National Societies, and the Federation.

A-59. Five citizens of Geneva founded the ICRC in 1863 as the “International Committee for Relief of Wounded.” Voluntary contributions by governments (the majority of funding), the national Red Cross and Red Crescent Societies, and private sources finance it. The ICRC mission is, on the basis of the Geneva Conventions and Protocols, to protect and assist victims of armed conflict and those affected by internal disturbances or tension, specifically to—

- Visit and interview, without witnesses, prisoners of war and detained or interned civilians.
- Provide aid to the populations of occupied territories.
- Search for missing persons and to transmit messages to prisoners of war and detained civilians.
- Offer services for establishing hospital zones, localities, and security.
- Receive requests for aid from protected persons.
- Exercise its right of initiative to pursue the above tasks and to offer its services to the parties of internal disputes.

A-60. In its own country, a national Red Cross (such as the American Red Cross) or Red Crescent society assists the public authorities in humanitarian matters. It primarily backs up the military medical services during conflict. The International Federation of Red Cross and Red Crescent Societies supports the humanitarian activities carried out by the national societies.

## **REGIONAL AND INTERNATIONAL ORGANIZATIONS**

A-61. Regional and international organizations possess area or global influence. Regional examples include NATO, the Organization for African Unity, Organization of American States, Western European Union, and Organization for Security and Cooperation in Europe. International examples include the UN, its agencies, and the ICRC movement. These organizations have well-defined structures, roles, and responsibilities and are usually equipped with the resources and expertise to participate in complex interagency operations. The following describes formal or informal ties between the United States and some of the larger regional and international organizations.

### **The North Atlantic Treaty Organization**

A-62. NATO is a good example of the interagency process on a regional level. NATO has been challenged by the demands for cooperation that characterize every regional effort and has endured for over 50 years.

A-63. US efforts within NATO are led and coordinated by the permanent representative. He is appointed by the president and has the rank and status of ambassador extraordinary and chief of mission (Title 22 USC, section 3901). Figure A-2 lists the 19 member countries of NATO.

NATO Members			
Belgium	Canada	Czech Republic	Denmark
France	Germany	Greece	Hungary
Iceland	Italy	Luxembourg	Netherlands
Norway	Poland	Portugal	Spain
Turkey	United Kingdom	United States	

**Figure A-2. Member Countries of NATO**

A-64. Over the years, the alliance has undergone changes in organization, orientation, and membership. Following the end of the Cold War, the alliance was restructured to enable it to participate in peacekeeping and crisis management tasks undertaken in cooperation with countries that are not members of the alliance and with other international organizations. This is evident in NATO support to UN operations in the former Yugoslavia.

A-65. In Kosovo, Operation ALLIED FORCE demonstrated for the first time NATO's ability to conduct offensive operations to compel a noncompliant to comply with the alliance collective will. The alliance has been actively involved in planning, preparing, and implementing peace operations, such as protection for humanitarian relief and support for UN monitoring of heavy weapons.

A-66. Beyond day-to-day operations, training exercises, and logistics authorized by statute, extraordinary use of US military force with NATO in both war and military operations other than war requires presidential approval. They may also be subject to congressional review, including those deployments authorized and limited by the War Powers Act. (See Appendix B.)

## The United Nations

A-67. Coordination with the UN begins at the national level with the Department of State, through the US permanent representative to the UN. In some administrations, this individual has been granted cabinet status. The US representative is assisted at the US mission to the UN by a staff of some 100 foreign service, military, and civilian personnel. This staff includes a military assistant who coordinates appropriate military interests primarily with the UN Office for the Coordination of Humanitarian Affairs (OCHA) and the UN Department of Peacekeeping Operations (UNDPKO).

A-68. The Foreign Assistance Act of 1961, the UN Participation Act of 1945, and Executive Order 10206 authorize various types of US military support to the UN, either on a reimbursable or nonreimbursable basis. US military operations in support of the UN usually fall within Chapter VI or Chapter VII of the UN Charter. (See JP 3-08 for details regarding the UN Charter and Chapters VI and VII of that charter.)

A-69. The UN normally authorizes peace operations or conducts humanitarian assistance under the provisions of a resolution or mandate from the security council or the general assembly. Politicians and diplomats trying to reach a compromise develop mandates. Because of this, military commanders have often found it difficult to translate these mandates into workable mission orders. Additionally, fast-changing events on the ground can quickly

render a mandate obsolete. Commanders must quickly inform the chain of command of significant changes in the situation.

A-70. The UN headquarters coordinates peace operations and humanitarian assistance around the world. However, it does not have a system for conducting these operations that parallel that of the United States. The UN organizational structure consists of the headquarters and the operational field elements. Thus, a strategic- and tactical-level equivalent to the armed forces exists, but no operational counterpart.

A-71. The OCHA coordinates humanitarian operations, particularly to make the necessary arrangements for the timely and effective delivery of assistance by UN relief organizations. In complex emergencies, the department appoints a field-based humanitarian coordinator who works under the authority of the special representative to the UN Secretary General (SYG).

A-72. In serious emergencies, the SYG may appoint a special representative to direct day-to-day operations. He reports to both the SYG directly and advises UNDPKO and OCHA at UN headquarters.

A-73. The OCHA is a part of the UN secretariat. It coordinates UN assistance in humanitarian crises that go beyond the capacity and mandate of any single humanitarian organization. The head of this office, the emergency relief coordinator, chairs the Interagency Standing Committee, thus uniting all major humanitarian actors inside and outside the UN system. This committee works to analyze a given crisis. It also works to ensure interagency decision making when responding to complex emergencies as well as when developing humanitarian policy.

A-74. The UNDPKO is the operational arm of the SYG for the day-to-day management of peacekeeping operations. In this capacity, the department acts as the main channel of communications between UN headquarters and the field.

A-75. The United Nations Development Program is a separate agency that is part of the UN system. As indicated by its name, this agency focuses more on long-term development than emergencies. The in-country program representative is often the UN resident coordinator, responsible to mobilize and manage the local UN humanitarian resources and provide direction for the field relief effort. If conflict erupts, a special representative to the SYG—who has greater expertise in emergencies and negotiations—may replace the UN resident coordinator.

A-76. UN-sponsored operations normally employ a force under a single commander. The force commander is appointed by the SYG with the consent of the UN security council. He reports directly to the special representative to the SYG or to the SYG. In any multinational operation, the US commander will retain command authority over all assigned US forces. The US chain of command will flow from the president through the combatant commander. With presidential authorization, the multinational force commander may exercise operational control over US units in specific operations authorized by the UN security council.

## CIVIL-MILITARY OPERATIONS CENTER

A-77. The civil-military operations center is an ad hoc coordination center established and directed by the commander's civil-military operations officer. The CMOC facilitates the coordination of activities of military forces with USG agencies, NGOs, regional and international organizations, and local authorities. The size, structure, and location of the CMOC are situation dependent. As a coordination center, the CMOC is neither a unit nor an organization. (See FM 3-57.)

A-78. If there is a host-nation government, it has the presumptive right to establish the mechanisms for civil-military coordination. In Albania, for example, the primary mechanism for such coordination was established and hosted by the Albanian government.

A-79. The CMOC may be neither the first coordinating mechanism nor the primary one, depending on the situation. Strong consideration should be given to co-locating CMOC functions with previously existing mechanisms, such as an on-site coordination center, a humanitarian operations center, or a civil-military cooperation center (see Figure A-3.) Force protection is always a concern for the commander when considering where to locate the CMOC. While placing the CMOC "inside the wire" enhances force protection, it also can interfere with its ability to interact with NGOs and other actors. The commander must consider this difficulty when analyzing METT-TC—mission, enemy, terrain and weather, troops and support available, time available, civil considerations.

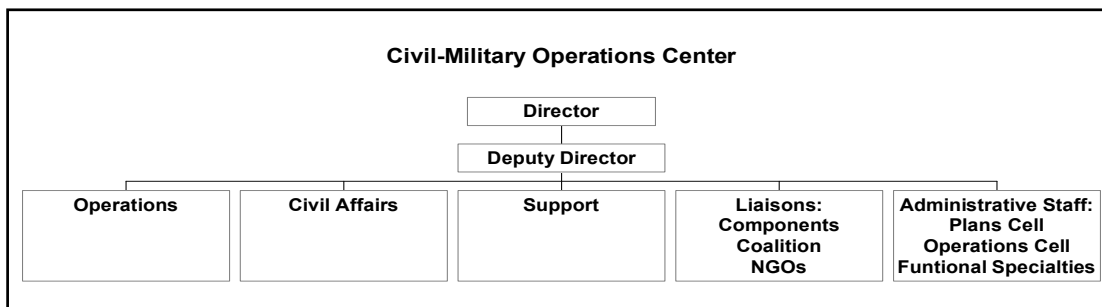
A-80. Coordination centers have various names and functions according to the mission and needs of the establishing commander. The CMOC is the type of coordination center most employed by Army commanders. However, a limited discussion of several others may also be helpful. (See Figure A-3.) These coordination centers are discussed in more detail in JP 3-57.

Coordinating Center	Description
Humanitarian Operations Center (HOC)	This center is usually established by a host-nation government or UN. The HOC coordinates the overall relief strategy in large-scale FHA operations. It is responsible for policy making and coordinating, but does not exercise command and control. The HOC may submit requests for support to a commander through a CMOC. HOCs were established in the UN operations in Somalia and Rwanda.
On-Site Operations Coordination Center (OSOCC)	The OSOCC is a support organization to a HOC. It assists in gathering, evaluating, collecting, and disseminating HOC information. During Operation SUPPORT HOPE in Rwanda, the UN deployed an OSOCC—which had essentially the same functions as a CMOC—and helped transmit CMOC responsibilities to the UN.
Civil-Military Cooperation (CIMIC) Center	CIMIC is a NATO doctrinal concept that roughly equates to the US term "civil-military operations." Thus, when the NATO-led Implementation Force in Bosnia-Herzegovina established a center for coordination with the NGO community, it was known as the CIMIC center rather than a CMOC, but it performed the same functions.

**Figure A-3. Example Coordination Centers**



A-81. Military or civilian representatives from different agencies and organizations compose the CMOC. Mission requirements, command directives, operations security, workload, and accessibility to nonmilitary agencies impact on its actual organization. Figure A-4 shows a sample CMOC organization.



**Figure A-4. Model Organization of a CMOC**

A-82. The number of CMOCs supporting a given operation may vary based on mission analysis. Commanders at any echelon may establish a CMOC. The decision to establish a CMOC stems from civil-military coordination requirements. The distance from the headquarters serving a particular geographic or tactical area can also influence the decision. A JTF often establishes a CMOC; however, in operations where the joint force headquarters is located in one locale and units are spread throughout the joint area of operations, subordinate Army commanders may establish sector CMOCs.

A-83. A CMOC usually conducts daily meetings to identify needs and available resources. Validated requests go to the appropriate JTF, Army, or agency representative for action. CMOC tasks may include—

- Facilitating civil-military coordination between those involved:
  - Host nation.
  - International or regional organizations, such as the UN and NATO.
  - USG agencies—such as USAID and country team—to include the disaster assistance response team deployed to the scene by USAID’s Office of Foreign Disaster Assistance.
  - US or multinational commands.
  - NGOs.
- Assisting in transferring operational responsibility to nonmilitary agencies.
- Receiving, validating, coordinating, and monitoring requests from NGOs for routine and emergency military support.
- Coordinating requests to NGOs for their support.
- Convening ad hoc mission planning groups to address complex military missions that support NGO requirements (such as convoy escort and management as well as security of refugee camps and feeding centers).
- Convening follow-on assessment groups.
- Providing situation reports regarding force operations, security, and other information for participants in the collective effort.

- Chairing meetings on NGO logistics prioritization issues and liaising with port and airfield control authorities.
- Facilitating the creation and organization of a logistics distribution system for food, water, and medical relief efforts.
- Providing updated strike data to support unexploded explosive ordnance clearance and mine awareness activities.
- Providing daily security update, to include incidents of crime, landmine strikes, militia activity, and general safety.

A-84. The PAO should attend daily CMOC meetings. As an active member of the CMOC, the PAO must ensure that member agencies agree on message and press releases and develop a group consensus in response to media queries. Although each agency's message need not be identical, agencies must not contradict each other.

## LIAISON

A-85. Liaison maintains contact and communication between elements of military forces and other agencies to ensure military understanding and unity of purpose and action. It is essential in most stability operations and support operations because of the variety of external participants and the coordination challenges present.

A-86. Liaison officers (LNOs) are a focal point for communications in joint, multinational, and interagency operations. LNOs centralize direction and facilitate understanding while conducting operations with external agencies or forces (see also Appendix E of FM 6-0). Supported agencies, departments, and organizations need a much clearer understanding of the military planning process. This is best accomplished by direct liaison. LNOs normally work closely with the operations officer to seek and resolve interagency problems. Liaison teams should establish authoritative representation of the commander, accurately interpret the commander's intentions, and explain the capabilities of the force. Conversely, the teams interpret the intentions and capabilities of the nonmilitary organizations. Liaison teams provide input while developing courses of action for future operations. They also work to maximize current operations through proactive interaction with the agencies, departments, and organizations to which they are attached.

A-87. The professional abilities of the LNO determine a successful liaison. Additional factors that contribute to successful liaisons are—

- Knowledge of the doctrine, capabilities, procedures, and culture of their organizations.
- Transportation.
- Language ability.
- Regional orientation.
- Communications.
- Single point of contact in the headquarters.
- In support of humanitarian assistance missions, functional skills and experience aligning with the need for medical and logistics expertise.

A-88. Civil affairs or special forces liaison elements may be available to serve as LNOs. Using contracted interpreters to augment liaison teams may be another option, although in some cases their loyalties may affect reliability.

A-89. Liaison teams are formed when a 24-hour representational capability is required. Teams are tailored to the specific situation and may require CJCS-controlled communications assets. Individual LNOs are assigned when 24-hour representation is not required and adequate communications with the JTF staff are available.